

Message Text

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ACTION IO-13

INFO OCT-01 ISO-00 AF-08 ARA-06 EA-07 EUR-12 NEA-10
CIAE-00 COME-00 EB-08 INR-07 LAB-04 NSAE-00 SIL-01
OIC-02 DODE-00 PM-04 H-01 L-03 NSC-05 PA-01 PRS-01
SP-02 SS-15 USIA-06 AID-05 IOE-00 /122 W
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P R 231500Z FEB 77

FM USMISSION GENEVA

TO SECSTATE WASHDC PRIORITY 5415

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L SECTION 1 OF 2 GENEVA 1317

PASS LABOR AND COMMERCE

E.O. 11652: GDS

TAGS: ILO

SUBJECT: WORKING PARTY ON STRUCTURE (WPS) AND ARTICLE 7

1. SUMMARY: DISCUSSION WITH IMEC GROUP AND SOME OTHER DELEGATES INDICATE POSSIBILITY OF POSTPONING WPS SESSIONS AND ALSO BROADENING SCOPE OF FUTURE DISCUSSIONS. IF THESE EFFORTS SUCCEED, NOT ONLY WILL POSSIBILITY OF CONFRONTATION ON STRUCTURE BE AVOIDED UNTIL AFTER NOVEMBER 1977 BUT IF US REMAINS IN ILO FUTURE DISCUSSIONS ON STRUCTURE MAY TAKE PLACE UNDER CIRCUMSTANCES FAVORABLE TO OUR OBJECTIVES OF IMPROVING ILO. END SUMMARY.

2. MEXICAN GOVT REP LOMBERA APPROACHED USDEL HOROWITZ EARLY THIS WEEK AND SAID THAT IN VIEW OF LACK OF PROGRESS ON ARTICLE 7 IN WPS HE THOUGHT BEST APPROACH MIGHT BE TO POSTPONE INDEFINITELY FUTURE SESSIONS OF WPS (ORIGINALLY SCHEDULED TO MEET IMMEDIATELY BEFORE AND IMMEDIATELY AFTER PRESENT GB). HE SAID THAT ILO STRUCTURE WOULD OBVIOUSLY BE AFFECTED BY US WITHDRAWAL AND THEREFORE BEST TIME FOR WPS TO RE-CONVENE WOULD BE AFTER US
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DECISION MADE. HE SUGGESTED THAT WHEN JUNE CONFERENCE CONSIDERED WPS REPORT, THIS SHOULD BE FOCUSSED ON THOSE CHANGES WHICH HAD BEEN AGREED ON, IN CONTEXT OF PROCEEDING TO IMPLEMENT THEM. CONFERENCE SHOULD NOT BE ENCOURAGED TO FOCUS ON LACK OF PROGRESS ON ARTICLE 7 BUT INSTEAD ON OTHER ACHIEVEMENTS OF WPS. HE VOLUNTEERED TO TALK TO IRANIAN GOVT REP

AZIMI, CHAIRMAN OF WPS, TO SEE IF HE WOULD AGREE TO POSTPONMENT OF WPS UNTIL NOVEMBER OR LATER.

3. USDEL INDICATED THIS APPROACH ACCEPTABLE TO US AND MADE TWO ADDITIONAL SUGGESTIONS:

A. SINCE WPS FORMAT HAD NOT BEEN TOO USEFUL, WPS MIGHT BE REPLACED BY SERIES OF INFORMAL MEETINGS WHICH DIRECTOR GENERAL MIGHT BE ASKED TO ARRANGE WHERE, IN RELAXED AND NON-CONFRONTATIONAL ATMOSPHERE, PRODUCTIVE DISCUSSIONS COULD TAKE PLACE;

B. DISCUSSIONS SHOULD START FROM VERY BROAD QUESTION OF HOW CAN WE IMPROVE THE ILO (COVERING CONFERENCE, GOVERNING BODY, COMMITTEES, PROGRAMS, ILO OFFICE, ETC.) RATHER THAN THE EXTREMELY NARROW ISSUE OF THE COMPOSITION OF THE GOVERNING BODY (ARTICLE 7). LOMBERA DID NOT REACT SPECIFICALLY TO THESE PROPOSALS. ALTHOUGH HE SAID HE REGRETTED POSTPONING WPS, HE FELT THAT IN CONTEXT OF POSSIBLE AMERICAN WITHDRAWAL IT WAS ONLY LOGICAL WAY TO PROCEED, AND HE WOULD MAKE SPEECH IN GB WHERE HE WOULD WITH REGRET ACCEDE TO POSTPONEMENT OF WPS.

4. DURING MEETING OF IMEC GROUP FEB. 22 LENGTHY DISCUSSION WAS HELD ON STRUCTURE. UK AND ITALINA GOVT REPS BOTH AGREED NOT TO PROCEED WITH THEIR "COMPROMISE FORMULA" ON STRUCTURE AT THIS TIME (COMMENT: ITALIAN REP HAD AGREED AFTER LONG EARLIER CONFIDENTIAL

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DISCUSSION WITH HOROWITZ, AND UK REP HAD RECEIVED WORD FROM LONDON.) CONSENSUS OF GROUP WAS TO SUPPORT LOMBERA INITIATIVE TO POSTPONE WPS TO NOVEMBER, AND TO SEEK TO BROADEN CONTENT OF TALKS. USDEL POINTED OUT THAT DESPITE THREATS MADE BY SOME DELEGATES IN WPS (WHO CLAIMED TO SPEAK FOR G-77 AND WHO SAID THEY WANTED CONSTITUTIONAL CONFERENCE) HIS OWN TALKS WITH MEMBERS OF G-77 DURING TRIPS TO ASIA AND AFRICA FOUND NO SUPPORT FOR CONFRONTATION, AND THAT THEREFORE FEARS EXPRESSED BY UK AND ITALINA REPS THAT FAILURE TO FIND COMPROMISE FORMULA WOULD LEAD TO CRISIS SEEMED NOT HAVE SUBSTANTIAL FOUNDATION.

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C O N F I D E N T I A L SECTION 2 OF 2 GENEVA 1317

PASS LABOR AND COMMERCE

5. AUSTRIAN DELEGATE ASKED NOW US WOULD REACH
DECISION ON WITHDRAWAL WHEN ONE OF KEY ISSUES, I.E.,
STRUCTURE, WAS STILL UNDECIDED. HOROWITZ REPLIED
THAT WE WOULD EVALUATE SITUATION AT TIME WE MADE
DECISION BUT REALIZED MANY ISSUES WERE ON-GOING
RATHER THAN CAPABLE OF PERMANENT SETTLEMENT. DANISH
AMBASSADOR ASKED WHY RECENT STATEMENT OF US POLICY
HAD BEEN MADE BY SECRETARIES OF LABOR, STATE AND
COMMERCE AND EXPRESSED DISMAY AT STATEMENT'S CLAIM
THAT THERE HAD BEEN NO CHANGE. HOROWITZ EXPLAINED
THAT STATEMENT WAS NOT INTENDED TO BE AN ASSESSMENT
OF CHANGE IN THE ILO BUT WAS ISSUED TO MAKE CLEAR
THAT US POLICY TOWARDS ILO (INCLUDING CABINET LEVEL
COMMITTEE AND HIGH LEVEL ATTENTION) CONTINUES AND
THAT OUR CONCERNS ARE THE SAME AS BEFORE.

6. IMEC GROUP AGREED TO TAKE SOUNDINGS AMONG OTHER
DELEGATES TO SEE IF POSTPONEMENT OF WPS WAS ACCEPT-
ABLE. HOROWITZ POINTED OUT THAT CONTINUED UNITY
AMONG IMEC GROUP WAS AN ESSENTIAL ELEMENT IN THIS
PROCEDURE AND THAT IT WOULD NOT BE PRODUCTIVE IF
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POSTPONEMENT WAS ACHIEVE, US DECIDED TO STAY IN ILO,
AND WPS RECONVENED AT SOME LATER DATE, ONLY TO HAVE
WESTERN GROUP'S UNITED FRONT DISAPPEAR. THIS WOULD
ONLY ENCOURAGE EXTREMISTS, WHO HAD APPARENTLY BEEN
AFFECTED BY RECENT IMEC UNITY, TO TRY AGAIN TO
ACHIEVE THEIR GOALS.

7. COMMENT: IF SCENARIO IS SUCCESSFUL, WE MAY FIND
STRUCTURE ISSUE HAS BEEN DEFUSED. CONCILIATORY ROLE
OF MEXICAN MAY BE AN INDICATION OF NEW APPROACH BY
GOM ON MULTILATERAL DIPLOMACY. CERTAINLY REMOVING
THIS PARTICULAR SENSITIVE ISSUE TO BACKBURNER DURING
NEXT FEW MONTHS WOULD BE HELPFUL, SINCE IT WOULD
ENABLE US TO CONCENTRATE ON OTHER ISSUES SUCH AS
ARTICLE 17 AND ARAB-ISRAELI. CATTO

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